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ABSTRACT

California's Early Childhood Education Proposal for kindergarten through the third grade is presented. This plan is intended to restructure primary education in California. The background of the plan and its intentions are covered in an introductory section on early childhood education in California. Part one: plan for early childhood education deals with: (1) the importance of early childhood education; (2) the problems involved; (3) recommendations for coordinating and strengthening early childhood education; (4) development and implementation of the school district plan; (5) the role of the State Department of Education; and (6) the functions of other agencies. Part two: financial resources and legislative proposals for the early childhood education program in California deal with: (1) estimated enrollment and costs of the early childhood education program; (2) parent participation in the program; (3) extended day care and the early childhood program; (3) administration of the early childhood education program by the State Department of Education; and (4) other legislative Provisions. Specific estimated budgeting and enrollment figures are presented in tables. (KM)

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THE EARLY CHILDHOOD EDUCATION PROPOSAL

A Master Plan to Redesign Primary Education in California

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CALIFORNIA STATE DEPARTMENT OF EDUCATION
Wilson Riles — Superintendent of Public Instruction
Sacramento
1972

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CURRENT INFORMATION (DECEMBER 1, 1972)
SENATE BILL 1302 (DYMALLY)

Dr. Riles' proposal for redesigning and revitalizing early childhood education in California was signed into law by Governor Reagan November 27, 1972. Copies of the bill may be requested from the Legislative Bill Room, State Capitol Building, Sacramento 95814.

The Early Childhood Education Proposal is the original plan proposed to the State Board of Education in March 1972. Please note that in the final version of the legislation which was passed and signed there were some significant amendments made to this proposal as originally drafted. These are:

1. Four-year-olds have been deferred for two years. The plan now includes only K-3 children.

2. For the first year, 12% of the primary children will be included. The figure was originally set at 15%.

3. The cost for the first year is $25,000,000. The original figure was $51,000,000.

4. For the second year, the total figure is $40,000,000. It was originally $121,000,000.

5. Although the funding was originally intended to be on a five year phase-in basis, the amended bill now requires another appropriation bill after the second year.

Guidelines are now being written for submission to the State Board of Education. It is expected that Guidelines will be ready for dissemination by early February 1973.

Early Childhood Education
DB:tr 12/1/72

Contents

	Page
EARLY CHILDHOOD EDUCATION IN CALIFORNIA	1
PART ONE: PLAN FOR EARLY CHILDHOOD EDUCATION	3
The Importance of Early Childhood Education	3
The Problems Involved	3
Recommendations for Coordinating and Strengthening Early Childhood Education	4
Development and Implementation of the School District Plan	5
The Role of the State Department of Education	8
Functions of Other Agencies	9
PART TWO: FINANCIAL RESOURCES AND LEGISLATIVE PROPOSALS FOR THE EARLY CHILDHOOD EDUCATION PROGRAM IN CALIFORNIA	10
Estimated Enrollment and Costs of the Early Childhood Education Program	10
Parent Participation in the Program	13
Extended Day Care and the Early Childhood Program	13
Administration of the Early Childhood Education Program by the State Department of Education	14
Other Legislative Provisions	14

Tables

1. Projected Attendance in the Early Childhood Education Program in California, 1972-73 Through 1976-77	11
2. Proposed Financial Support for the California Early Childhood Education Program, Per Unit of Average Daily Attendance	11
3. Estimated Cost for a Fully Funded Early Childhood Education Program, Utilizing Existing Foundation Support and Proposed New Grants	12
4. Annual Appropriation of the Proposed New Grant for the Early Childhood Education Program over a Five-Year Phase-in Period	12
5. Estimated Transportation Costs over a Five-Year Phase-in Period for the Early Primary Children Enrolled in the Early Childhood Education Program	13

Early Childhood Education in California

Superintendent Wilson Riles gave the Task Force on Early Childhood Education the responsibility of developing a comprehensive, integrated master plan for early childhood education, and on November 26, 1971, the task force submitted to the Superintendent a report on its efforts in this area. The basic principles and philosophy of the task force, as expressed in that report, are as follows:

> The past decade has produced a new body of educational, psychological, and medical research documenting the crucial importance of the first eight years of life.[1] And we [the task force] are convinced that these early years are critical in determining the future effectiveness of our citizens and in the long-range prevention of crime, poverty, drug addiction, malnutrition, neurosis, and violence. Even though research is still in progress and conclusions continue to evolve, we believe there is enough evidence to indicate that the following are clearly warranted now:
>
> 1. The people of the state of California must make a long-range commitment of funds to the proposition that the first eight years of life are the most important period in determining the future effectiveness of all our citizens.
> 2. Implicit in this commitment is the recognition of the desirability of providing equal educational opportunities for all children. Certainly every child aged four through eight, regardless of his environmental, emotional and physical needs, should be included in this recognition. Programs must provide for identifying these needs, for ways of meeting them, and for means of assessing and reassessing program effectiveness. Since it is clear that early diagnosis, intervention, and prevention are dependent upon a close liaison among educational, social, and health services, a cooperative, working relationship among persons in these fields is vital.
> 3. School should be a happy place, a stimulating environment in which children can make continuous progress, in which they will want to learn, and in which they can achieve success, both personal and academic. In order to make the early years of learning truly effective, assessment of appropriate and significant developmental levels must be the basis for planning the educational program for each child. If and when needed, corrective social, medical, and psychological facilities must be made accessible to permit the young individual to reach his full potential.
> 4. Because we recognize the importance of parents in the education of their children, we strongly affirm that parent education and involvement must be an integral part of all early childhood education programs. Parents should be included in both the planning and evaluation of individualized instruction for their children.
> 5. There must be encouragement of local autonomy and creativity in program development, with provision for maximum flexibility within broad state guidelines. School districts and other agencies involved in the programs must be allowed freedom to experiment and individualize to meet the needs of the children they serve.
> 6. Accordingly, then, we believe it is essential that California establish at once for primary children a broadly based educational program that includes children at least one year younger than those beginning school now. This proposal will require school districts to restructure and expand existing programs in order to bring about the maximum development of every child aged four through eight. Implicit in this proposal, too, is the recognition that the individual child is the unique recipient of instruction. We therefore believe the present large-group approach to the education of primary children must change significantly in order to make possible the necessary personalized instruction.[2]

Given this mandate from the Task Force on Early Childhood Education, the Department of Education has developed a plan to implement the intent of the task force report. The plan is set forth in two parts.

[1] Benjamin S. Bloom. *Stability and Change in Human Characteristics.* New York: John Wiley & Sons, Inc., 1964.

[2] *Report of the Task Force on Early Childhood Education.* Sacramento: California State Department of Education, 1972, pp. 3-4.

Part one of this plan is a narrative description that sets forth the goals, program considerations, and alternatives to be considered by each school district in developing a master plan for early childhood education.

The plan for early childhood education has as its goal the restructuring of primary education for California's public school children. The program for young learners from four through eight years of age does not suggest "more of the same" or "pushing kindergarten downward." It provides for a system of public education that offers "access to success" to all children. This system will be designed to provide all children with the opportunity and the motivation to attain mastery of skills that are basic to their academic and personal achievement in school and in life. It is important to note that the plan stipulates that school attendance of the child will remain optional until age six. However, it is intended that in the near future an approvable program will be offered to all children whose parents wish them to attend public school at age four.

The proposed plan attempts to capture the imagination, talents, motivations, and commitments of communities and their lay and professional representatives in the following ways:

1. By recognizing that the greatest potential for the success of the new primary school program rests with persons within communities and school districts who are earnestly willing to address themselves to the educational needs of young children and who are willing to commit their talents and energy to the development of early childhood education programs appropriate to the specific needs of children in their communities
2. By offering priority funding to districts that have most effectively addressed themselves to local needs
3. By offering an expansion of funding on a planned sequential basis to those districts that have directed their resources and energies to the development, implementation, and demonstration of program excellence based on locally developed program objectives that reflect the characteristics of the communities concerned
4. By providing opportunity to demonstrate that public education is at its best when it is held accountable for meeting the needs of communities and when it is rewarded for success in this area

Part two of the plan is a detailed description of the financial resources to be allocated to the early childhood education programs, a strategy for funding school districts, and legislative proposals to expedite the intent of the plan, as follows:

1. The Department of Education will reorganize the existing application procedures for all appropriate federal and state funds to guarantee that highest priority be given to early childhood education.
2. State Board of Education guidelines will require that all school districts ensure the coordination and concentration of all appropriate federal and local resources to implement the intent of the program being submitted for approval.
3. Highest priority for program approval and funding under State Board of Education guidelines will be granted to those school districts that have demonstrated coordination, concentration, and redirection of all appropriate financial and human resources to implement their programs.
4. Financial resources will provide an opportunity for a new type of public education for all children who attain the age of three years and nine months as of September 1 of the current school year.
5. Financial resources will provide for a comprehensive, articulated and expanded educational opportunity designed to provide each four-through eight-year-old child with "access to success" based upon his unique interests, talents, and capacities.
6. Additional financial resources will be provided to expand programs and provide services to children from low-income families.
7. During the phase-in period, grants will be made only for the benefit of those pupils who are included in programs that are operating in accordance with an approved plan.
8. An evaluation program will be established to monitor and review programs systematically. Local expansion will be authorized only after substantial achievement of initial program objectives has been demonstrated.
9. Legislation will be prepared to stipulate that approval of a district's program design and application under State Board of Education guidelines will constitute a waiver of specific constraints set forth in the Education Code and in the California Administrative Code, Title 5.

PART ONE

Plan for Early Childhood Education

This plan for early childhood education has as its goal the restructuring of primary education for children in California's public schools. It presents a comprehensive view of ways to improve educational opportunities for four-year-olds and to increase the opportunity for kindergarten and primary school children to master the skills basic to successful achievement throughout their lives.

The Importance of Early Childhood Education

During the past decade, much concern has been generated over increasing numbers of children who fail to reach even minimal standards of achievement in school. As a result, a wide variety of programs for young children have been created in the hope that earlier attention to basic learning experiences might improve the immediate achievement and prevent the later failure of these children. This hope was based on ample research evidence showing the critical nature of early learning.

The Problems Involved

There are approximately 350,000 boys and girls in each grade level of California's 958 elementary and unified school districts. For large numbers of children in the existing system, the challenges of mastering the basic skills of reading and arithmetic are overwhelming. Too often for too many the costly pattern of failure of these children is fixed as early as third grade and continues until they become high school dropouts. For example, data gathered through the statewide testing program reveal the following:

1. In nearly one-third of the elementary schools, 75 percent of the boys and girls achieve less than one month's growth in reading for one month's instruction.
2. In one-tenth of the schools, more than one-half of the children are severely retarded in reading by the end of third grade.
3. California's state average ranks markedly below national norms when arithmetic skills are measured at the sixth grade level. Between 1969 and 1970 alone, the state average dropped four percentage points.

In addition, it has been determined that one out of every six high school students in California drops out of school before graduation.

Attempts to solve the problems just mentioned have resulted in many programs that focus on providing education in the child's earlier years. These programs are based on ample research in child development showing the critical nature of early learning. Examples of generalizations from this research are the following:

1. A significantly high degree of a child's total intellectual potential is developed prior to age eight.
2. In the early years even minor improvements in the learning environment make a big difference. Strong foundations provided during the early years are the most promising bases for later growth and achievement.
3. Although improvements have been made through these programs, research and experience have taught that much still needs to be done to increase their impact.

It costs less for California taxpayers to provide quality education for young children than to invest huge sums of money in expensive remedial programs when those children are older.

Many different programs, both public and private, have been developed in California in an attempt to provide desirable educational experiences for children before they come to school. The following information reveals, however, that these programs are not offered to all children equally and that they are operated under such a wide variety of auspices that costly fragmentation of effort is inevitable:

1. The Division of Compensatory Education in the State Department of Education coordinates the state preschool program; ESEA, Title I, preschools; migrant preschools; and children's centers. Other preschool programs, such as Head Start, parent participation nursery schools, and parent cooperatives, are not part of this coordination effort.

2. Compensatory programs serve only 50 percent of the approximately 60,000 economically disadvantaged four-year-olds in this state. These programs serve only 29 percent of the total population of four-year-olds.

3. At present, school is not mandatory until age six in California. Kindergarten is optional in this state, and approximately 15 percent of our five-year-olds do not attend kindergarten.

4. Many positive but uncoordinated attempts have been made to meet the educational needs of five- through eight-year-olds. Examples of these include ungraded primary schools, the use of teacher assistants, innovative instructional materials, and individualized teaching techniques. Federal and state funds have been provided for these supplementary school programs affecting five- through eight-year-old children who are in special categories.

5. ESEA, Title I, and follow-through programs serve roughly 40 percent of the pupils who are eligible on the basis of economic disadvantage. Miller-Unruh programs serve approximately 50 percent of these pupils. Enrollment in other programs offered under migrant education or ESEA, Titles III, VI, or VII, is relatively light.

6. Approximately 76,000 four- through eight-year-old children are in programs for the exceptional. This includes the deaf, hard of hearing, blind, partially seeing, orthopedically handicapped, aphasic, mentally gifted, and educationally handicapped; children in developmental centers for handicapped minors; and children in speech therapy. However, the State Department of Education estimates that there are more than 90,000 additional exceptional children in this age group who should be receiving special services. These children would receive such services as a result of the new primary school plan if it were to be fully implemented.

Recommendations for Coordinating and Strengthening Early Childhood Education

As a result of expert analyses of early childhood programs, some causes of program weakness and some promising practices that should be continued have been identified. The following recommendations incorporate findings for coordinating, strengthening, and extending early childhood education in California:

1. *Assessment of needs.* Needs identification is basic to ensuring that program purposes and objectives are geared to the particular requirements of the learners for whom the program is intended. A program is much more likely to be productive of real gains among young learners if supporting funds are allocated according to the priority needs of the children involved.
2. *Enrollment of children at age four.* After a careful review of information, the Early Childhood Education Task Force recommends that enrollment of four-year-old children in this proposed program be made optional.
3. *Continuity.* The follow-through program has demonstrated that children should be "followed" as they progress through school with a planned effort that builds upon their early educational experience so that original gains are not lost. Results of programs for four- and five-year-olds followed up in this way have been decisive.
4. *Coordination.* Today all the information obtained through research, practice, and evaluation point to the value of coordinating the various early childhood programs into one concentrated effort. Programs funded from federal, state, and local sources and combinations of these sources must be directed toward clear-cut goals.
5. *Individualized diagnostic instruction.* When teachers focus on the instructional needs of the child and employ appropriate programs and materials, the child's achievement is enhanced. When grouping occurs, it must be on the basis of similar needs identified among children. Instruction specifically geared to the identified needs of the learner is of critical importance in ensuring that the appropriate achievement objectives are reached by each child and, furthermore, that children are not working on objectives that they have already reached.

6. *Parent involvement.* Abundant research indicates that children make greater progress in school when parents participate in program planning, work in the classroom as volunteer aides, or acquire skills that enable them to help their children at home.

Development and Implementation of the School District Plan

Each school district will develop a plan for early childhood education that is consistent with state guidelines and yet meets the unique needs of the communities involved. Accordingly, each district will develop a master plan for early childhood education and will submit it for approval to the Department of Education, which will act in accordance with State Board of Education guidelines. The plan must include a carefully designed five-year phase-in period, with no more than 25 percent of the district's schools to be initiated into the program during any one year.

Development of a district early childhood education plan and its implementation is optional during the first five years of this program. However, after that, every district not already involved in the program will be required to submit an approvable district plan for all children four through eight years of age. The district will at that point initiate its five-year phase-in plan. During the phase-in period, only programs that operate in accordance with an approved plan will be eligible for additional funds.

An evaluation program will be established to monitor and review programs systematically. Expansion of program implementation plans will be authorized only after substantial achievement of initial program objectives has been demonstrated.

Nine factors will be considered in approving a district's plan for early childhood education: (1) needs assessment; (2) goals and objectives; (3) individualization of instruction; (4) staff development; (5) parent-community involvement; (6) auxiliary services; (7) evaluation; (8) coordination and continuity of resources; and (9) initiation of program.

School-by-School Needs Assessment

The discrepancy between what currently exists and what is needed must be determined. School administrators must examine their school's curriculum and assessment data regarding the pupils enrolled to determine the school's current educational status. In determining what is needed, school administrators must consider pupils in terms of their culture, language, physical and psychological needs, and past accomplishments in school. The school must also examine the composition of the community it serves — its size, density, economic base, and ethnic and cultural composition — and the wishes of parents.

School administrators should assess the resources of the school and community as they relate to the needs of children. They must identify and consider existing programs for four-year-olds — private preschools, parent participation preschools, parent cooperatives, and public school programs. They must assess the existing program for kindergarten through grade three and stress the need for coordination between that program and programs for younger children. In addition, school administrators should examine all available community resources (volunteers, organizations, and agencies) to determine how such resources might be better coordinated within the newly designed educational program.

Goals and Objectives

The Legislature has encouraged personnel in school districts to develop their own educational goals and objectives. Evaluation of certificated employees has been made mandatory (Education Code Section 13489). These legislative actions have established an environment in which local goals and instructional objectives have been or are being developed.

The instructional objectives in the district plan should specify the pupil performance that is desired both at the termination of the early childhood program and at regular intervals in the course of the program. These objectives should be specifiable and measurable and should be related to assessed needs and learning experiences in the classroom.

As a minimum, districts will establish performance objectives for children that reflect state objectives in reading, language development, and mathematics. In addition, the districts should determine appropriate performance objectives in physical and social sciences, creative arts, career education, health and physical education, and all other areas of the early childhood education curriculum indicated by the local needs assessment.

It is important to note that the child develops his intellectual, social, and physical skills simultaneously but at different rates. Educational objectives should reflect the interaction among these skills. Moreover, methods of motivating pupils to

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achieve continuous academic success should be examined.

In accordance with the priorities for teaching the basic skills that have been established by the Superintendent of Public Instruction and the State Board of Education, the following has been prepared as a general frame of reference for the development of local goals and objectives in these areas:

1. *Reading and language development.* The development of language is the foundation upon which all learning takes place. It is the base that allows for communication with others, which is essential in education. A child who fails to acquire linguistic competence will be impaired in both comprehension and performance. The component skills of listening and speaking precede, but should continue to grow with, the development of skills in reading and writing.

   When the child completes the early childhood education program, it is expected that he will be able to perform adequately in the communication skills of listening, speaking, reading, and writing and in the use of language to express abstract thought. Needs assessments and objectives for districts serving bilingual children are expected to reflect the special requirements of such children.

2. *Mathematics.* The solution of mathematical problems depends on the logical organization of information. The beginnings of logical thinking or reasoning ability have their roots in the early childhood years. The early childhood education program should therefore provide many opportunities for children to identify likenesses and differences, classify and categorize concrete objects, find patterns, and state generalizations. These activities are the starting point for the study of mathematics and the development of logical thinking. By the time they complete the early childhood education program, children should have developed competency in basic arithmetic skills and mathematical concepts.

Individualization of Instruction

The local proposal should include a complete description of the instructional plan to be employed in meeting the goals and objectives of the program. The plan should include a description of instructional materials, equipment, instructional methods, staffing patterns, and the learning environment. The creative use of facilities should also be described in the plan.

Each plan must provide for the individualization of instruction and should explain exactly how this will be done. For example, the plan should list the ways in which the instructional staff, in cooperation with the parent and child, will set objectives, diagnose pupil needs, prescribe learning experiences, and assess and modify the program as needed.

Individualized approaches to instruction will demand a new look at teaching and the role of the teacher. No longer simply the conveyer of information, the teacher becomes a planner and manager of all resources and activities within the learning environment. Individualized instruction requires time, space, materials, and, above all, well-trained people. Primary classrooms now have one teacher for approximately 30 children and, in rare cases, a teacher assistant. The plan for the new primary school program should deal with alternative staffing patterns designed to reduce the adult-child ratio and thus better meet the pupils' needs, as documented in the plan.

These patterns will vary from district to district in accordance with the skills of the teaching staff, the current and proposed inservice education program, administrative support, the quantity and quality of human resources available, and the budget.

Staff Development

The local plan should include both a design and adequate resources for a continuing program of inservice education. A staff development program should be designed for teachers, aides, administrators, and auxiliary staff members. This program should include measurable objectives designed to meet the needs of the staff so that the members of the staff, in turn, can meet the goals of the early childhood education program.

Parent-Community Involvement

Each school district should develop a comprehensive program of parent participation and parent education activities related to the requirements of the school and the needs and desires of the parents. Parents, as well as other members of the community, should be involved in the initial planning of the early childhood education program and also in its implementation, evaluation, and modification. Each district should establish a broadly based

parent-community advisory group with clearly defined functions and responsibilities.

The plan should identify ways of involving parents more actively in their children's education. For example, parent education activities might be directed toward training parents as teacher assistants. Parents might also be interested in learning how to use community resources, how to help their children at home, and how to improve the health and nutrition of the family.

In addition to parents, representatives from the community at large may help strengthen the local proposal. These representatives might include senior citizens, junior and senior high school and college students, members of local organizations, and persons from agencies and businesses. Some of the ways in which both men and women, young and old, can assist in the primary school program are as follows:

- Helping with teaching activities
- Tutoring
- Contributing information about various careers
- Assisting in bilingual situations
- Acting as liaisons between the school and community agencies

In developing their plans for early childhood education, districts should incorporate the initiation or expansion of day care in children's centers for children in need of such care. Plans should include extended day care for eligible children four through eight years of age. The educational component of the day care program should be coordinated with the program developed for early childhood education.

Auxiliary Services

The district plan should also deal with the way auxiliary services will be employed, and these services should emphasize prevention rather than remediation. The expanded teaching team, in addition to school administrators and parents, might include a nurse, dental hygienist, nutritionist, counselor, psychologist, social worker, and speech therapist. Auxiliary staff members could be involved in designing health components for use in the curriculum and in diagnosing and prescribing activities to meet the special needs of the pupils. They could also provide training for teachers, administrators, and parents, and, when necessary, they could work directly with children.

Every attempt should be made to utilize available medical, dental, social, and psychological resources in the community. The parent advisory group and community organizations can assist the school in identifying resources and can act as a liaison in ensuring that essential services reach the children.

Evaluation of the Program

The district plan should deal with the roles of the professional staff and the community in the total evaluation process. Acceptable criteria for monitoring the program must also be developed, and regular analyses should be made to determine the degree to which the program is successful in meeting its objectives. Appropriate modifications in strategies should be made in the program when necessary. Assessment, diagnosis, and evaluation should be used to strengthen the program rather than simply to meet the requirements for obtaining funding.

The plan should describe the method for monitoring the local early childhood education effort and outline a system that will maintain the continuous and regular collection of information. In accordance with State Board of Education guidelines, necessary information will be transmitted regularly to appropriate state and federal agencies.

Coordination and Continuity of Resources

The local plan should be well coordinated and should describe methods for employing personnel effectively; involving the community and parents; selecting instructional materials; employing auxiliary services; installing a management support system; installing a staff development program; coordinating all federal, state, and local funds; and identifying all possible resources that might be used to strengthen the early childhood education program.

This plan must ensure close coordination from year to year as the child progresses through the primary program. This emphasis on continuity will maintain the gains made by pupils over a period of time.

Initiation of Program

There are many ways to initiate an early childhood education program or extend one already in existence. For example, a district may begin with the optional enrollment of four-year-olds and then restructure the program each succeeding year for these children as they move through the primary grades. Other districts may restructure their existing programs for five- to eight-year-old pupils, adding the optional enrollment of four-year-olds as

resources become available. Still others may plan for full-scale effort for all their four- to eight-year-old pupils.

The Role of the State Department of Education

The role of the State Department of Education is to provide both leadership and services to school districts. The Department is committed to the following responsibilities to ensure the success of locally developed early childhood education programs:

1. *Helping identify the goals and objectives of education.* The state Legislature in recent sessions has made it abundantly clear that the credentialed staffs of school districts are to develop educational goals and objectives for their schools. The Department of Education is charged with working cooperatively with intermediate agencies and school districts to identify sequences of skills and broad performance objectives and to disseminate information on outstanding examples of local goals and objectives.
2. *Organizing internally to achieve statewide goals.* The Department of Education is undergoing a functional reorganization so that its personnel will be able to concentrate on priority areas. One of these priority areas, established by the State Board of Education and the Superintendent of Public Instruction, is early childhood education.
3. *Providing leadership and technical assistance.* The Department will continue to provide technical assistance and direction to districts in many fields. Because of successful reorganization, the Department will be able to provide assistance in early childhood education with respect to planning for modification and effective use of physical facilities; program planning and development; increasing the effectiveness and the efficiency of management services; strengthening local evaluation efforts; and fulfilling application and reporting requirements.
4. *Training for managers.* In a program in which the following are assumed, it is imperative to train and retrain school administrators to become highly effective school program managers who can manage the total learning-teaching environment:
   a. Meeting the needs of the learner constitutes the underlying rationale.
   b. Evaluation criteria come from the school itself rather than from outside sources.
   c. The school district governing board concerned and the community to be served by a school are influential in establishing the goals of that school.
   d. Those who are responsible for carrying out the educational program are primary participants in the evaluation process.
   e. Necessary changes in the educational program are preceded by systematic evaluation.
   f. The evaluation program is an ongoing process.

   Within such an environment the teacher can select appropriate alternatives to ensure that the pupils are enabled to achieve appropriate goals and objectives within the early childhood education program.
5. *Coordinating statewide efforts.* The Department occupies the strategic role of coordinator of federal, state, and local programs, including providing leadership to intermediate units as they fulfill their supportive role in relation to school districts. The Department's work in the realm of early childhood education will include identifying potential funding sources and assisting school districts in securing funds from these sources.
6. *Sponsoring changes in legislation and administrative regulations.* An effective statewide program of early childhood education will require both legislative action and changes in State Board of Education regulations. The Department will coordinate the efforts that will be necessary to bring about the desired changes.
7. *Developing guidelines and application and evaluation procedures.* Guidelines will be developed by the State Department of Education in cooperation with school district and community representatives. While these guidelines will stress accountability, they will be broad enough to encourage creativity and flexibility within the district plan.

   Application procedures for districts will be developed simultaneously with the guidelines. The Department will approve plans on the basis of the specific elements described under "Development and Implementation of the School District Plan."

   Evaluation and reporting requirements will parallel the objectives and program components specified on the application. Evaluation

reports will record a district's progress toward implementing its program and reaching its own stated objectives.

8. *Conducting statewide evaluation.* The State Department of Education will develop a statewide evaluation design that will be based on data collected from school districts. These data will provide information to decision makers at local, intermediate, state, and federal levels. The evaluation will determine the success with which early childhood education programs are being implemented and how well they are meeting state and local objectives.
9. *Serving as an information center for school districts.* The State Department of Education is charged with collecting, analyzing, and disseminating information on successful early childhood education programs and program elements in California and elsewhere. This information can provide alternative procedural models to meet the diverse program goals and objectives within the state. The use of demonstration programs will be encouraged.

   Descriptions of successful models will include but will not be limited to information on coordination, continuous progress of pupils, parent and community involvement, provision for auxiliary services, staffing patterns and staff development, administration, and allocation of resources.
10. *Expanding provisions for day care.* California's day care program (children's centers) will expand as a part of the early childhood education effort and will be developed concurrently with the expanded primary school for children four through eight years of age.

Functions of Other Agencies

In addition to the State Department of Education, several other agencies have responsibilities in the area of early childhood education: the intermediate unit, teacher preparation institutions, the Commission for Teacher Preparation and Licensing, and the California community colleges.

The Intermediate Unit

The role of the intermediate unit is essentially coordination – a role designed to increase the effectiveness of the relationship of school districts to the statewide effort. As resources permit, the intermediate unit will be encouraged to provide professional assistance to both districts and the State Department of Education.

Teacher Preparation Institutions

The expanded early childhood education program described here will require careful selection of teacher candidates, with the emphasis on demonstrated effectiveness with young children. It will also require that university and college departments of education and psychology adapt their course content to include more emphasis on how human beings develop and learn and on how the teacher can facilitate the learning process.

The teacher must be trained to diagnose instructional problems in reading, language, and mathematics and prescribe appropriate activities for each child. Intensive study by teacher candidates of curriculum materials and teaching strategies will be necessary if this goal is to be accomplished.

Preparation of teachers and other staff members must also include study and experience in other areas that are related to instruction. This should include such fields as adult education, parent and family life, and sociology of the community and of other cultures.

Because continuing research in education requires constant updating of methods and approaches to instruction, teacher candidates should be aware of the importance of future inservice education. Too often the beginning teacher believes his preparation is finished when he obtains his credential; in reality, it has only begun.

The Commission for Teacher Preparation and Licensing

The Commission for Teacher Preparation and Licensing will be issuing two new credentials appropriate for teachers of early childhood education in addition to credentials already authorized. One will be the Multiple Subject Instruction credential; the other will be the Specialist Instruction for Early Childhood Education credential. In the future, if beginning teachers of young children are to assist California in reaching its goals in early childhood education, preparation for their credentials must involve the elements that have been discussed in this proposal.

Community Colleges

The efforts of California's community colleges to provide courses for the instruction of teacher aides should be continued and augmented. In order to provide such persons opportunities for advancement, continued efforts should be made to ensure the transferability to four-year colleges and universities of units earned in lower division courses that apply to the early childhood field.

PART TWO

Financial Resources and Legislative Proposals for the Early Childhood Education Program in California

It is the intent of the State Department of Education to help establish an effective early childhood education program in California's public school system that provides for the following:

1. Opportunities to experience a new type of public education for all children who have attained the age of three years and nine months as of September 1 of the current school year
2. Comprehensive, articulated, and expanded educational opportunities for all children four through eight years old – opportunities designed to provide each child with "access to success" based upon his unique interests, talents, and capacities
3. Optional enrollment in the program for children who have not reached five years, nine months of age as of September 1 of the current school year
4. Additional financial resources to expand programs and provide services to children from low-income families

The program established to carry out the Department's intent will be funded from early childhood education grant funds provided by the state of California. State Board of Education guidelines will set forth criteria for initial, continued, and expanded funding requirements. In order to receive funds, the applying district must submit a comprehensive plan that includes the elements of the early childhood education program proposed by the State Department of Education. The district's plan must provide for the education of children four through eight years of age, and the plan must emphasize individualized instruction and provide for the continuous progress of children.

An evaluation plan will be established to monitor and review local programs systematically, and expansion of local programs will be authorized only after the substantial achievement of initial program objectives.

Estimated Enrollment and Costs of the Early Childhood Education Program

The estimated attendance of early primary children in the early childhood education program has been calculated at 75 percent of the potential attendance. The other figures in Table 1 have been secured from projected attendance data. The estimated costs of the early childhood education program, which are presented in Table 3, are based on the attendance data from Table 1 and the level of support per unit of average daily attendance identified in Table 2. However, no assumptions have been made regarding inflationary costs. Special education pupils have been included in all early primary computations for the proposed new early childhood education grant but have been excluded in calculating the new grants for kindergarten and grades one through three inasmuch as these children are eligible for special education allowances otherwise authorized.

When the early childhood education program is fully operational and funded, the annual expenditures for the new supplemental grants are estimated at $352,921,915. The annual estimated appropriations needed to phase in the program over a five-year period are presented in Table 4.

The additional state support needed for transporting early primary children enrolled in the early childhood education program has been estimated at $5,798,829. The amounts needed each year for transporting these children to school during the five-year phase-in period are shown in Table 5.

The supplemental funds to be requested from the state for children from low-income families are greater than the amounts now provided through basic state aid for children in kindergarten and grades one through three. Districts do not presently receive funding for pupils aged three years, nine months, through four years, eight months. However, school districts do receive $365 for each unit of average daily attendance in kindergarten

Table 1

Projected Attendance in the Early Childhood Education Program in California, 1972-73 Through 1976-77

Level	Estimated a.d.a., by type of pupil			
	Nondisadvantaged	Disadvantaged	Special education	All pupils
Early primary[a]	121,850	121,850	—[b]	243,700
Kindergarten	157,903	157,902	3,290	319,095
First grade	169,757	169,756	3,290	342,803
Second grade	172,613	172,612	7,677	352,902
Third grade	173,227	173,227	7,677	354,131
Totals	795,350	795,347	21,934	1,612,631

[a]The figures for this level have been calculated at 75 percent of the potential a.d.a.

[b]Potential special education pupils have been included in the attendance figures for "nondisadvantaged" and "disadvantaged" early primary pupils.

Table 2

Proposed Financial Support for the California Early Childhood Education Program, Per Unit of Average Daily Attendance

Level	Current foundation support		Proposed new grant		Total	
	Nondisadvantaged	Disadvantaged	Nondisadvantaged	Disadvantaged	Nondisadvantaged	Disadvantaged
Early primary	$ 0	$ 0	$500	$600	$500	$600
Kindergarten	370	370	130	195	500	565
Primary (grades one – three)	400	400	130	195	530	595

Table 3

Estimated Cost for a Fully Funded Early Childhood Education Program, Utilizing Existing Foundation Support and Proposed New Grants

Type of pupil	Early primary	Kindergarten	Primary (grades one – three)	All levels
	Current foundation support, by level[a]			
Nondisadvantaged	0	$59,032,760	$209,967,600	$269,000,360
Disadvantaged	0	59,032,390	209,966,400	268,998,790
Total				$537,999,150
	Proposed new grant, by level[b]			
Nondisadvantaged	$60,925,000	$20,527,390	$ 67,027,610	$148,480,000
Disadvantaged	73,110,000	30,790,890	100,541,025	204,441,915
Total				$352,921,915

[a]These figures include foundation support for special education pupils.

[b]These figures do not include grants for special education pupils.

Table 4

Annual Appropriation of the Proposed New Grant for the Early Childhood Education Program over a Five-Year Phase-in Period

Fiscal year	Annual appropriation		Cumulative total
	Amount	Percent of five-year total	
1972-73	$52,938,287	15	$ 52,938,287
1973-74	70,584,383	20	123,522,670
1974-75	70,584,383	20	194,107,053
1975-76	70,584,383	20	264,691,436
1976-77	88,230,479	25	352,921,915

Table 5

Estimated Transportation Costs over a Five-Year Phase-in Period for the Early Primary Children Enrolled in the Early Childhood Education Program

Fiscal year	Transportation costs		Cumulative Total
	Amount	Percent of five-year total	
1972-73	$ 869,824	15	$ 869,824
1973-74	1,159,766	20	2,029,590
1974-75	1,159,766	20	3,189,356
1975-76	1,159,766	20	4,349,122
1976-77	1,449,707	25	5,798,829

classes and $395 for each unit of a.d.a. in grades one through three.

Hopefully, the supplemental dollars allocated in the basic program for disadvantaged children can be matched by federal dollars to provide a supplemental program for such children. (For each state dollar, three dollars of federal money can be generated.)

The supplemental amounts will be used to supplement, not supplant, the regular school program. The monies will be used to provide additional services to certified eligible children. The proposed amounts are larger at the early primary level since screening and preventive services are needed most for the youngest children and, if furnished during the early years, would not be needed to the same extent when these children are older.

The supplemental funds will be used to purchase two types of service:

1. Public social services that are justifiable on an individual child need and entitlement basis and that are not currently available to children in public schools
2. Additional instructional services and program components designed to meet the individual needs of children – services not usually offered in the public schools

Parent Participation in the Program

Program guidelines will provide that any district presenting a comprehensive early childhood education program shall include in its proposal a plan for parent education and participation. Such a plan might include provision for parent counseling, parent advisory committees, and formalized parent education. Priority will be given to districts whose proposals reflect the components and resources of the parent participation model.

The parent participation program can be extended to include not only parents of four-year-olds, but those of children in kindergarten through grade three as well. The funding for parent attendance in the parent education component of the early childhood education program could continue to be based on the formula presently being used in the funding of adult education classes.

Some school districts charge a fee for parent education classes. Most parents now attending such classes are able to pay this fee. However, fees for parents of children certified as "eligible" by county welfare departments could be included in the purchase of public social services provided under Title IV-A of the Social Security Act. Children may be certified as eligible if their parents are current, former, or potential recipients of aid to families with dependent children (AFDC).

Extended Day Care and the Early Childhood Program

California's children's center program now provides care for 26,000 children, two through fourteen years of age. Of these children, 4,240 are four-year-olds. This comprehensive program of preschool and extended day care is currently supported by $11,128,000 in state funds. The program is also supported by parent fees and district contributions. Under an interagency agreement between the State Department of Education and the State Department of Social Welfare, state funds allocated for children's center programs can be

matched three-to-one by federal funds if these funds are used for the benefit of children certified as eligible (children of current, former, or potential AFDC recipients).

It is intended that the early childhood education program utilize the established children's centers, day care centers, and other day care or instructional programs offered for children under six to provide them services not available in the regular instructional program. It is further proposed that all school districts developing a comprehensive and coordinated plan for primary programs for children aged four through eight shall initiate or augment a children's center program. Children's centers may provide housing for the primary educational program for four-year-olds and may also be utilized to provide extended day care, including appropriate educational activities, for the entire age range of children who need care while their parents are employed, in school, or in training. Federal reimbursement will be claimed for all present AFDC recipients and former and potential AFDC recipients certified by the State Department of Social Welfare. Parents will pay fees based on the existing schedule.

Administration of the Early Childhood Education Program by the State Department of Education

Early childhood education will become a major program of the Department of Education. This is in keeping with the Department's efforts to focus its resources on the improvement of early childhood education as a major educational goal.

The early childhood education program will have a program manager, four other professional staff members, and six clerical persons. Many of the required professional services will be contracted from existing organizational units. This will amount to 11.2 man-years. During the period of heaviest workload involving plan approvals, services will be contracted from individuals outside the Department.

Regional Service Area Teams

To facilitate cooperation with intermediate units and school districts, this program will include three regional service area teams, each staffed with two professionals and one clerical person. These teams will be stationed in Sacramento and will arrange for sending consultants to the field as required. The services of these consultants may be contracted from any part of the Department that has a working relationship with the early childhood education program.

Staffing Needs

In the first year of operation, the program will be staffed according to the phasing-in requirements of the program. The staffing will consist of 31.2 man-years. Subsequent adjustments can easily be made by changing man-years of support contracted from both existing organizational units and outside sources. Manpower to be purchased from the outside will be used to assist in the approval of early childhood education plans submitted by school districts. However, the Department anticipates a minimal requirement for outside consultant services during the first year of the program.

The Department's plan for early childhood education involves a phasing-in period of five years, with 15 percent of the workload to be handled the first year, 20 percent during each of the next three years, and 25 percent during the fifth year. Adjustments will need to be made in staff requirements as the workload increases.

Administrative Costs

Administrative costs for the first year of the early childhood program are estimated at $593,800. The major portion of this will come from a reallocation of present funding, with little new funding to be required during the initial stages.

Other Legislative Provisions

Existing legal provisions affect the establishment and operation of an early childhood education program in California that embraces children aged four through eight. At present, the statutes and State Board of Education regulations to be modified are found in the following sections of the Education Code and the California Administrative Code, Title 5:

1. *Textbooks.* Education Code sections 9301.5, 9307, 9318, 9403, and 9453
2. *Supervision, instruction of children.* Education Code sections 6482, 11251, and 12050
3. *Class size (pupil-teacher ratio).* Education Code sections 17507, 17507.3, 17507.7, and 17507.95
4. *Minimum age for school entry and attendance requirements.* Education Code sections 1205, 5251, 5302, 10501, 10551, 12351, 12401, 12405, and 12454

5. *Length of school day, daily sessions.* Education Code sections 11001, 11003, 11005, and 11301; California Administrative Code, Title 5, Section 11
6. *Minimum school year.* Education Code Section 17551
7. *Required instruction, course of study.* Education Code sections 5571, 5766, 5799, 6063, 6070, 8054, 8502, 8503, 8551, 8572.5, and 11400; California Administrative Code, Title 5, Section 11370
8. *Teachers.* Education Code sections 5778, 5779, 5780, 5787, 5788, 5790, 5792, 5793, 5798, 5799.2, 5799.45, 13503, and 13503.1
9. *Establishing kindergarten classes.* Education Code sections 5252, 5257, and 5258
10. *Other considerations* Education code sections 6458, 6460, 6499, 6802.2, 6807, 10803, 10810, 16601, 16644, 16806, 17656, 18060, and 32001

Required Legislative Action

Legislation has been proposed by the State Department of Education to authorize public school districts of all types to establish, operate, and receive appropriate state funding for early childhood education programs whose youngest participants are children who have reached the age of three years and nine months. Approval of early childhood education programs by the Superintendent of Public Instruction will be required under guidelines to be adopted by the State Board of Education. Legislation will be developed to stipulate that approval of a district's program design and application under State Board of Education Guidelines will constitute a waiver of the constraints in specified sections of the Education Code and the California Administrative Code, Title 5.

A complete analysis of both the Education Code and the California Administrative Code, Title 5, will be made to identify all sections in those codes that in any way affect early childhood program proposals. Recommendations will then be proposed to make the necessary deletions or changes in the codes.

Coordination of Federal Program Applications and Resources

During the 1971-72 school year, a pilot field test of a newly designed consolidated application form for categorical aid funds was conducted by the State Department of Education. Refinement of the application procedure and further coordination of funding dates will be accomplished by the Department of Education at the completion of the initial field test period. It is planned that the consolidated application form will also be used for proposed early childhood education programs.

State guidelines will require each school district to identify all resources and describe how they will be coordinated and concentrated to implement the program being submitted for approval. Priority funding will be granted to those school districts that have adequately coordinated, concentrated, and redirected all potential resources to implement their programs.